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Mass. DEPARTMENT OF YOUTH SERVICES

Report to the Governor and General Court, for period

1 November, 1969 to 1 November, 1970

(in accordance with Chapter 838, Acts of 1969, Sect. 68)

Jerome G. Miller, D.S.W.
Commissioner

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Acknowledgements

During the past 12 months the Department has received considerable support and help from the Governor's Office, a great number of legislators, citizens, and groups concerned with the care of young people. In particular we wish to acknowledge the sustained and informed interest of the Massachusetts Committee on Children and Youth, who provided considerable support in making specific budget requests from the Legislature.

In addition, we wish to thank the League of Women Voters, the Massachusetts Psychological Association, the Massachusetts Sociological Association, and the New England Academy of Child Psychiatrists for their concern and help.

Finally, may we thank those legislators who took a specific interest in the needs of this Department and who demonstrated this interest in abiding and tenacious support of departmental programs during times when others might have abandoned these programs.

Introduction:

On October 28, 1969, the new law creating the "Department of Youth Services" went into effect. The law created an independent agency with four bureaus designed not only to meet the rehabilitative needs of adjudicated delinquent youth in the Commonwealth, but with a mandate to develop new innovative and more effective programs in the areas of delinquency prevention. Although the reorganization occurred on paper over a year ago, it was not funded until the end of the 1969 - 1970 legislative session, in the spring of 1970, at which time some of the basic needs of the new department were met, such as the funding of the positions created by the law.

In general, the situation in the Department had been quite accurately described in a number of studies of the Youth Service Board--the most comprehensive of which was the Children's Bureau report of 1966. It was the consensus of studies of the Youth Service Board that there was a need for basic change in the philosophy and rehabilitative modalities of the Youth Service Board--through new institutional and aftercare approaches to the adjudicated delinquent. Such basic changes are not made quickly nor easily. However, they presume a degree of commitment to basic change that will manifest itself in executive and legislative support for new proposals which of their nature will affect a large, entrenched system--a system which can be expected to enlist every means at hand to resist change. Unless such commitment is forthcoming, change will remain a myth and an illusion.

Administration:

Although the form of the reorganization was professionally and clinically well-grounded, the bill itself does not adequately meet the administrative problems involved in bringing about the change. Although the old Youth Service Board was provided some central authority on paper, the amount of authority and consequent responsibility was questionable in a system where each institution remained separately budgeted. The history of the Youth Service Board would indicate that the

organization rested upon an institutional tradition of training schools which is perhaps the oldest in the nation. Consequently, the central office has never had adequate authority in the areas of personnel practices and budgeting. The administrative structure of the new Department of Youth Services does not reflect sufficiently a change from the older tradition. There is no job slot, for instance, for a personnel director. (The work for the Department being done by a Chief Clerk and by assigning a personnel director out of job specification). In like manner, the business of the Department is conducted by a business agent who is involved in everything from construction plans and purchasing to payroll duties. There is a great need for an office, preferably at the Assistant Commissioner level, of a bureau of fiscal management and personnel affairs.

Probably the most important single administrative change which could effect the basic changes envisioned in the legislation would be a revised budgeting procedure, whereby the respective Bureaus (Institutions; Clinical Services; Education; and Prevention and After Care) could submit their own budgets. In present practice, each institution submits a separate budget. Central administration submits a separate budget for central office and the Bureau of After Care. As a result of the existing system, some institutions will run a surplus in certain areas of budgeting, while others are in deficit. This is a particularly difficult problem during a time of change when the functions of individual institutions are being related to total departmental needs, thereby indicating a change in function for some institutions. Central administration needs the flexibility to be able to make the budgeting and staffing patterns of individual institutions responsive to the changing needs of the Department and to the consequent population shifts which will occur in the future. The Department has, therefore, requested support of the Department of Administration and Finance and legislative Ways and Means Committee in obtaining budgeting of the Department of Youth Services under the respective bureaus created by the reorganization.

A major administrative re-vamping of the central office of the Department has begun. Two of the four Assistant Commissioner positions have been filled, and it is anticipated that all four will be functioning in early December.

A staff team has been developed and assigned to begin reorganization of fiscal management and personnel functions of the Department. The Department anticipates Federal support for this project after January 1, 1971.

The Department has been extremely successful in its first year in obtaining Federal Funds, most of which are presently or shortly will be in use in departmental programs. Although the Department's request for a Federal-State Coordinator was not granted, it is anticipated that with this help the funds could be further increased.

The Department received the following grants:

Vocational Education - \$73,407.

1. Clerical Skills - \$22,142.

To develop a model office which will provide services for selected Lancaster girls with a cooperative education program for a three-month period.

2. Vocational Guidance - \$51,265.

To develop a vocational testing program for committed youth and pre-release counselling and job placement for institutionalized youth entering the full-time job market.

U.S. Labor Department - \$17,000.

Summer work-release program (10 weeks) - youth placed with municipal and state agencies in a work situation in an effort to develop sound working habits.

U.S. Department of Justice -

1. LEAA - \$199,950.

To develop a residential treatment unit and training center for juvenile correctional, prevention and child care staff.

2. Governor's Committee on Law Enforcement and Justice - \$160,000.

a. Parole Volunteers - \$25,000.

To expand and improve parole services by use of professional and para-professional volunteers.

b. T. A. Prevention - \$25,000.

To develop a multi-year plan in prevention services by making recommendations for the structural and geographic organization of prevention services.

c. STEP - \$60,000.

Innovative tutorial education program for the Industrial School for Boys.

d. Planning - \$50,000.

To provide the Department with an internal planning capability to develop long-range programs and facility needs. This office will allow the Department for the first time, to have an adequately staffed and qualified program planning and research capability. The task of this office will be to develop a five-year plan for the Department relative to the needs of delinquent youth in the Commonwealth.

Equal Employment Practices:

The Department has made every attempt to comply with the Governor's Code of Fair Practices. With over 800 employees, the Department had 8 Black employees on 1 November, 1969, the day the law took effect.

Today the Department has 38 Black employees. It is anticipated there will be 40 as of 1 December, 1970. Although this represents some progress, it is not adequate, and every attempt will be made to increase the number of minority group employees in the coming year. This is particularly crucial in a Department such as ours, which for a variety of social and economic reasons, receives a disproportionate percentage of minority juveniles.

Bureau of Aftercare and Prevention:

It is clear that if the reorganization is to succeed, the ultimate emphasis in budget and concern must be in this bureau. The Department's present budget goes almost entirely toward institutional care. This is not the proper emphasis, if we are to effectively combat delinquency and particularly the high rates of recidivism among those committed to the Department. Alternative programs in aftercare, parole, group homes and community-based treatment facilities must be developed.

There has been an increasing emphasis upon community placement of young people committed to the Department. On any given day, there are between 75 - 100 young people who are in institutions of the Department solely because there is nowhere else for them to go, and the Department cannot simply send them into the streets. It will be increasingly more important for the Department to find placement alternatives to institutionalization. The major hold on this has been our lack of placement funds (The Department going into a deficit in placement budget during the last fiscal year).

It will be necessary that the Department develop more joint arrangements with private agencies. At present the Department is negotiating a possible agreement with Boston Children's Services in order to develop a comprehensive complex of foster homes, particularly for youngsters in a detention status being held for Court hearings. This would provide the Department not only with healthy living environment particularly for younger juveniles but would provide, as well, a variety of clinical services.

The Prevention section of the Bureau of Aftercare and Prevention has been primarily responsible for police liaison, juvenile police training, and administration of the grants-in-aid to cities and towns. This section has maintained a close liaison with local police officials and has been particularly active in setting up training seminars for police assigned to work with juveniles.

The Department's involvement in administering the grants-in-aid to cities and towns has presented numerous problems. Although the Department theoretically approves of projects in delinquency prevention eligible for State grants, in fact the practice has been for individual communities to obtain legislative approval and budgeting for specific projects with the Department giving an after-the-fact approval. This practice has led to numerous inequities in meeting the needs of delinquency prevention in the Commonwealth. Often programs, some of questionable merit, have been approved because of the relative influence of particular communities in the legislature, with little regard to overall delinquency rates in the Commonwealth. In addition, there were no clear-cut guidelines as to how individual programs were to be evaluated in terms of meeting criteria for delinquency prevention.

In an attempt to gain more coordination of these programs, a number of steps have been taken through legislation and administrative action.

1. Cities and towns eligible for State grants are requested to provide 50% matching in kind or funds.
2. Guidelines for evaluating delinquency prevention grant requests have been established by the Department of Youth Services.
3. Budgets for specific programs are evaluated by Administration and Finance before approval to new programs is given.
4. State guidelines are being brought into alignment with Federal guidelines, with the view of allowing State grants as "matching" for further Federal grants in delinquency prevention.

A review panel has been established to review the 1972 proposals.

The new priorities for consideration of grants-in-aid proposals are as follows:

1. A focus on geographical areas which have a high or potentially high rate of delinquency.
2. An emphasis on the involvement of delinquent or pre-delinquent youth themselves in all preventive efforts.
3. Special programs for individuals and groups who have come to the attention of law enforcement agencies.
4. Special attention to the point of re-entry on release from institutions to the community.
5. Coordination of youth programs through the development of a Youth Resource Bureau.
6. A prevention program in public schools.
7. Direct supportive services to pre-delinquent youngsters (remedial, tutoring, counselling, etc.)
8. Group work and recreation outreach programs that adapt their methods and activities to the particular needs of delinquency-prone youth.

Parole:

Because it has only recently been possible to appoint an Assistant Commissioner for the Bureau of Aftercare, which includes boys and girls parole, it has not been possible to focus adequately in the area of parole. There are a host of indications that this section needs serious re-vamping at almost all levels. Educational Counselors have been integrated into the parole department and are carrying regular parole caseloads.

Parole officers are being requested to visit their charges in institutions at least monthly, with a view to more adequate pre-parole planning. Caseloads need to be re-allocated and structures for more adequate supervision of parole officers must be developed.

The Department has received a Federal grant and has employed a Director of Parole Volunteers to begin a program of recruitment, screening, training, and supervision of a statewide group of volunteers who can be engaged in the parole counseling process for individual boys and girls in the Commonwealth who are on parole. This will be modeled on similar programs in Europe and Japan which have shown great success.

In addition, the Department has received a Federal grant and has employed a person to be responsible for integrating aftercare programs with existing and/or proposed Youth Resources Bureaus in the Commonwealth. This program is presently in the planning stage.

Bureau of Institutions:

An Assistant Commissioner for Institutions has been selected and will assume responsibilities 1 December, 1970. Generally, the institutions are, and remain, primarily custodial in nature, although there is some gratifying movement toward rehabilitative models. The problem in moving them to rehabilitative forms is a major one, since one is of necessity speaking of doing this with present staff and staffing patterns. The problem is not one of staff-student ratio, but rather one of appropriately trained and assigned staff. (One has a situation at a particular training school, for example, in which 145 staff are assigned to an average population of 100 to 120 boys. However, the number actually working directly with boys is less than 50. In some ways, one gets the impression that institutions have been set up to meet the employment needs of the staff--with the purpose of the institution, rehabilitation of disturbed or delinquent youth, being a secondary consideration. However, because of Civil Service protections, past union-management agreements, lack of training programs, and staff patterns and life-styles, it is a major task to involve personnel in dealing with youngsters with problems.)

Despite the many problems in bringing about change in the institutions with present staff, there have been a number of significant changes.

Institute for Juvenile Guidance -

This old, outmoded bastille has been closed. The population has been placed in other institutions or programs in the Department. A small, secure unit has been established at the Lyman School for the small number of boys who cannot be in a more open setting. The program, under the direction of a psychiatrist, is presently functioning to provide intensive group treatment for approximately 15 - 20 boys.

Shirley Industrial School -

There has been movement to a cottage-based program, with a breaking down of the population into small groups. This has been accomplished primarily through the dedication of a small group of cottage staff and teachers. As a result of this, evening programming has become a reality with scheduled recreation, a Black Studies program for white and black students, and student government meetings. With the help of the Governor's Committee on Law Enforcement and Justice, the Department has been able to employ 11 teachers who are dealing with small groups of boys on a tutorial basis as well as taking part in group treatment programs. The dedication and involvement of this group has been crucial to program needs at Shirley.

An attempt was made to re-schedule shop teachers into shift work in order that vocational programming could be set up evenings and weekends. This has thus far been impossible to arrange. However, there has been some staff re-scheduling allowing for further evening and weekend programming, though it remains insufficient.

There were initially serious problems in bringing about change at the Boys Industrial School, moving it from an industrial school model to the beginnings of a more therapeutically-structured cottage-based program. The initial problems were manifest in a large runaway rate, which has diminished considerably from the record number of runs in January and February of this year. The legislature appointed a special committee to investigate the run situation and their report is available. It is anticipated that as new programs are developed, particularly for the evening and weekend periods, the runaway rate will continue to diminish.

The movement toward cottage-based programs, with scheduling of activities in the cottages, assigning of tutors to the cottages, daily cottage community meetings, recreational scheduling at the cottage level, etc., allows for staff members to know youngsters more personally and individually on a small group basis. It has also allowed for the beginnings of group therapy approaches to the treatment of

youngsters at the school. There has been a problem in moving into intensive groups such as confrontation groups in that we have lacked trained staff to conduct these groups or to act as consultants to others who might be trained to conduct them.

The Department has appointed a Director of Staff Training who presently is working under a Federal Grant to develop training programs for staff. He is developing a program for staff training at Shirley which will include a great concentration on the handling of groups.

A summer forestry camp program was established, in the Leominster State Forest. This program was geared for both Shirley and Oakdale boys. As a result of this program, the majority of the small boys (ages 7 - 11) from Oakdale were able to participate in a summer camp program.

Youth Forestry Camp -

The Stephen L. French Youth Forestry Camp continued to function as a humane, well-programmed and highly successful alternative to institutionalization. In addition to the regular forestry program, the "Homeward Bound" program was expanded. As a result of this expansion, the program has now developed to the point where the Department can offer a sixty-day alternative for selected boys at the time of their first commitment to the Department of Youth Services. During the next twelve months, ten Homeward Bound programs will be offered in courses which hopefully will enable some 240 boys to participate.

A highly significant part of the Homeward Bound Program has resulted from the Department's involvement in the Outward Bound Program conducted from 1965 - 1970 in the Outward Bound Schools in Colorado, Minnesota, Maine and North Carolina.

Approximately 200 boys and girls, some from Institutions, others after commitment but prior to institutionalization, have completed the Outward Bound Programs and been returned to their communities with far greater success in terms of recidivism and adjustment in the community than any like numbers of children

handled in traditional manners. Perhaps most significant was the surprisingly low recidivism rate of 20% among boys sent to Outward Bound prior to institutionalization. This recidivism level of 20% compares most favorably with the 50 - 70% rate normally experienced with an institutionalized group.

Further evidence of the potential of this program was noted during the "Overlanding Program" conducted with the Department of Youth Services and Outward Bound staff during three difficult winters at the Lyman School for Boys. From all of this evolved the "Homeward Bound Program."

The Homeward Bound Program offers a boy at the time of first commitment a basic, two-stage, sixty-day intensive period of training, at the satisfactory completion of which the boy will be paroled.

Boys who qualify will be from fifteen to seventeen years of age, who are not regarded as either major security risks or a danger to the community, due to their prior court record and/or personal history.

All of the boys will be given a complete physical and have parental consent prior to participation.

Ten Homeward Bound courses will be offered during a twelve-month period. The program is designed for approximately forty-eight boys per month, with twenty-four boys in each of the two-program phases. Twenty-four will be in a thirty-day Forestry Camp Program designed to prepare them for the Homeward Bound Program.

The Forestry Camp training is based at the Main Lodge, and will be conducted with the regular staff and budget. It will consist of three main phases:

1. Days 1 - 10, Intake and Orientation
2. Days 1 - 15, Screening and Grouping
3. Days 15 - 30, Work Camp-Style Training, with basic Homeward Bound skills offered evenings and weekends.

The emphasis will be on conditioning, basic skills, and teamwork.

The Homeward Bound training is based at the Big Cliff Pond Lakeside facility especially prepared for this program, and will be conducted by a skilled staff with considerable experience in Outward Bound techniques. In the 20 - 26 day course of this program, the three brigades, each with its own instructors, will go their separate ways in Mobile programs as they expedition over much of the Cape's lands and waters, and also venture off-Cape for rock and mountain climbing and other special activities such as:

- Quiet Walk
- Initiatives and Obstacles
- Expeditions on land and sea
- Silvaculture
- Seamanship and navigation
- Search and Rescue on land and sea
- Solo survival
- Ecology
- Rock Climbing
- Advanced First Aid and Fire Fighting, and
- Drown proofing, to name a few.

All phases of both inter-related programs are backed up by the Clinical staff, and the program is supported by Central Administration, Clerical, Feeding, and Maintenance staffs. While the two part-time Chaplain-Counselors are primarily involved with the Forestry Camp stage, they are also available to consult and serve in the Homeward Bound stage. The program also draws on the resources of community volunteers and Department of Natural Resources personnel.

The Forestry Camp phase will be conducted by: Program Coordinator, his assistant, and six boy supervisors. Three of these supervisors have Homeward Bound experience. The Homeward Bound Program will be conducted by: Program Director, Assistant Director and Specialist, an Instructor and Assistant for each of the three brigades, and a leg man to coordinate supplies for all brigades.

These staff are supported by Central Administration (Superintendent and Assistant) and clerical staff of senior clerks; a Feeding staff of a Head Cook and two cooks; a Maintenance staff of a Maintenance Foreman and Assistant to work directly with Homeward Bound, and Protestant and Catholic Chaplain-Counselors.

Lyman School -

Lyman School is in process of moving toward a cottage-based program. Administrative and treatment personnel have been assigned by cottages to work with small groups, to the degree that the population numbers allow. The oldest, most deteriorated cottage on the grounds has been closed. Plans are being made to bulldoze it in order to avoid a pattern of later making minor renovations and re-occupying outmoded buildings, which seems to be a tradition in the Department specifically and in Corrections generally. If conditions permit, two other cottages will be closed on the grounds in the coming months.

A girls unit, with a capacity of 24, was established in the middle of the year, and has been in successful operation for a number of months. This program is under the direction of a psychiatric social worker.

A small, secure intensive care unit has been established on the grounds to provide treatment within a "guided group interaction" model for boys who cannot function in an open or semi-open setting. This program is under the direction of a psychiatrist. It involves fifteen to twenty boys at any given time.

The "Chauncey Program" a highly successful and innovative educational program developed in 1969 at Lyman, continues to offer a superior educational and therapeutic experience for selected students at Lyman. It is our hope that this type of program can be extended at the Lyman School in the coming year.

Residential Treatment Unit -

This, the newest facility was designed to provide treatment and care for adjudicated delinquent boys between the ages of 7 and 11 who have been committed to the Department. Unfortunately, there is little trained staff at the facility. Although it offers a clean, caring environment for 30 to 50 boys, the model is not that of intensive treatment. It is our impression that a significant percentage of these youngsters could be placed in private foster homes, group homes or residential treatment centers. One could question whether any youngster in this age group should be labeled as a delinquent and placed with the Department. If, however,

this practice is to continue, it will be necessary for the Department to develop referral resources and/or highly skilled professional psychiatric treatment teams to work with this unfortunate group of young boys, who at present present a 98% recidivism rate.

The Department has therefore recently established a policy of attempting placement of boys committed at ages 11 and under. It is hoped that this will lower the number of boys in this age category at Oakdale. It is anticipated that as the numbers in this group diminishes, the unit will be used for other delinquent populations. This, of course, is contingent upon the availability of, and funding for, private placements which the Department receives.

Girls Industrial School, Lancaster -

This school is now in process of change to therapeutic, group-oriented programs. The administrative structure has been reorganized to provide more adequate coordination with cottage life programs.

Much of the change hinges upon the availability of clinicians and staff trained in group techniques.

Many of the fine programs of the institution, such as the day-care center run by the girls for neighborhood children, continue to function at high levels.

Bureau of Clinical Services:

The Bureau of Clinical Services is responsible for the review upon commitment, or referral, the social histories and diagnostic data concerning all persons referred to or committed to the Department, as well as for the further study and evaluation as may be required for clinical classification and shall place such persons under an appropriate form of care. The Bureau is responsible for all case assignments, case reassignments, case dispositions, and proposals for discharge. It operates the Judge John J. Connelly Youth Center in Boston, as well as the Westfield and Worcester Detention Centers.

The law creating the Department of Youth Services makes it mandatory that the Department accept delinquent youth by holding them in detention awaiting court hearings. In the past, the Youth Service Board had the ability to turn down youngsters in this category when conditions would not allow acceptance. The Department does not have this ability. In addition, a recent Court ruling has made it unlawful to detain juveniles in jails or houses of correction. This has added in a major way to the numbers of young people kept in detention by the Department of Youth Services.

As a result, it has been necessary to move those juveniles normally held in Reception (committed to the Department of Youth Services) out of the Detention Centers in order to avoid overcrowding. Reception is therefore done for the most part at the training schools, and placements, when possible, are arranged from those facilities rather than from the Detention Centers.

The Reception-Detention Centers in Boston, Westfield and Worcester, therefor, function for the most part as Detention Centers only, with the average youngster in Reception being kept there no more than a day or two.

The average number of juveniles in Judge Connelly Youth Center in detention this year, as opposed to last year, are given in the following figures:

Total Days Care
Detention-Judge Connelly Youth Center

	<u>1969</u>	<u>1970</u>
January	1751	1984
February	1906	2579
March	2282	2449
April	2092	2370
May	2435	2427
June	2275	2340
July	1542	2565
August	1922	3770 *
September	2230	3339
October	2387	4270

* Addition of girls population

The number of commitments to the Department of Youth Services has begun to rise. The total number of boys and girls committed in fiscal year 1969 was 817. In 1970 it was 947. The indications in July through October of fiscal year 1971 are that commitments will be considerably higher than in fiscal year 1970.

The Detention facilities in the Department vary in great degree. The Boston facility is at odds with Federal standards that suggest that no detention facility should house more than 20 youngsters. As a result of the large numbers kept there, as well as the poor design of the building itself, it is difficult to obtain the kind of humane, individualized care and custody which a detention facility should have.

An attempt has been made to break the population down into small groups, to create more activity room areas for the small groups, and to begin a staff training program in handling group interaction. This program has only been started within the past four weeks, and although many problems are involved, there appear to be many promising aspects of this new approach.

The girls in detention are presently housed in one wing of the Judge Connelly Youth Center. This move was necessitated by a fire in the girls detention facility at South Huntington Avenue. This building is not suitable for the housing of disturbed and delinquent youngsters of any age, and is a fire and safety hazard. The Massachusetts Committee on Children and Youth requested of Governor Volpe that it be closed in 1966.

Although the arrangements at Judge Connelly are not ideal, they are safer than continued housing of youngsters, particularly those with a history of arson, at the South Huntington Avenue facility.

The South Huntington Avenue facility will be used for administrative staff offices, so that it can be put to use by the Department in such a way as to be of no danger to persons using it. The building is not suitable for confinement of disturbed youngsters.

Despite the handicap of lack of physical facilities and crowded conditions, a number of significant programs have been recently developed at the Judge Connelly Center.

Among these are the following:

1. A weekly sex education class for boys, conducted by staff from Beth Israel Hospital.
2. A weekly sex education class for girls, conducted by the Boston University School of Nursing.
3. Twice-weekly classes in legal education conducted by law students from Boston University. This innovative program involves the rights of victims, mock trials, etc.
4. Weekly typing and shorthand classes for girls.
5. A weekly car and engine repair class for boys.
6. Twice-weekly visits by volunteers from universities, who work individually with youngsters in the Detention home.
7. A daily arts and crafts program involving 18 - 20 youngsters, including ceramics, pottery, etc.

In addition, an intake process has been started which involves in-depth interviews by clinicians of all youngsters admitted to the facility. There is also a daily admission committee meeting with each new boy or girl, in which staff from all levels, clinical, juvenile supervisors, educational, etc., participate.

Medical Program:

The Governor recommended, and the Legislature approved, funding of \$200,000 for the first coordinated medical and dental program for youth committed to the Department. This program was the result of a study sponsored by the Mass. Committee on Children and Youth. *

The MCCY is to be commended for its vital support of this and many other new programs for the Department. The implementation of this program is being conducted in conjunction with the MCCY, the Harvard School of Public Health, and the Massachusetts Department of Public Health. It represents a major stride in the care of delinquent youth in the Commonwealth.

The Legislature approved the Department's request for 10 additional "psychologist" positions. Although the salary levels are such (\$8,000 to \$11,000 annually) that it is highly unlikely that the Department will be able to recruit clinicians at the Ph.D. level, it is anticipated that these new slots will provide an infusion of highly motivated young clinicians with particular emphasis upon strengths in group work with juveniles. Persons are presently being hired to these positions under the direction of the Bureau of Clinical Services.

There has been a general focus upon de-emphasizing the procedure of viewing the child as an autonomous psychological unit independent of the circumstances which surround him. An attempt has been made to emphasize small group units and, as much as possible, family units, in the diagnostic process. To this end, the clinical staff at the Judge Connelly Youth Center have begun daily intake meetings and crisis intervention meetings with families.

Many problems have arisen with the changes. One of the persistent problems has been a lack of viable in-service training programs for clinical staff, particularly in the area of groups.

* - Available in Boston office for review.

Adjunctive to the Boston detention facility, a small group home has been begun to provide alternatives to institutionalization for selected boys, as well as an alternative to the detention center for selected younger boys ages 7 to 12. This program is in its formative stage and shows considerable promise. The home emphasizes intensive group interaction for the older boys, similar to that provided in community-based correctional treatment and half-way house programs.

A very promising program for the diagnosis of approximately 25 grossly disturbed juveniles was approved by the Legislature. This program, which has been functioning for three months, allows the Department to refer selected, seriously disturbed and/or potentially dangerous delinquents to the Boston University Department of Child Psychiatry for diagnostic workup. The Department hopes to continue and expand this fine program.

Bureau of Educational Services:

Vocational Education -

Two grants have been awarded the Department of Youth Services by the Division of Vocational Education.

The first deals with extension of the clerical skills program at the Lancaster School for Girls. The Department is presently recruiting a person to supervise this program on a long-term basis. Funding has been approved.

The second award deals with hiring manpower to work with boys and girls at the institutions prior to parole in terms of testing their vocational interests, and in accord with them, develop programs or jobs in their communities. To date one of the two staff people permitted by this grant has been hired and has been working with the administration of Lancaster. We hope to integrate this concept of developing a job or training related to a job prior to parole for the first commitment program at the Forestry Camp.

Title I:

During the summer, Title I Program, several interesting and exciting projects were developed:

1. Volunteer Program - Staff was hired for each institution to recruit and coordinate activities of interested citizens who desired to work with the boys and girls in 4 institutions.
This program has involved approximately 600 man hours per week by 300 volunteers.
2. Cultural Activities Program - This Program generated some \$13,000 worth of free tickets to movies, musicals, sports events, plays, etc. for boys and girls in the Department. This Program has served, as well, to provide more openness within the institutional structures.
3. Child Care Center at Lancaster - Small children from Lancaster being cared for by Lancaster girls is indeed indicative of positive change. The program has been so well received that there is a lengthy waiting list of people who desire to enroll their children.
4. Cottage Fund - \$400.00 to each cottage unit to buy various periodicals and educational materials.
5. Drug Education - With Title I funds, the Department has hired a full-time drug education specialist. This person has been conducting meetings in drug education at Lyman School, Lancaster Girls Industrial School, and Stephen French Forestry Camp. In addition, referral contacts with the Department of Mental Health and with community-based drug treatment and self-help programs have been developed, allowing for better handling of youngsters with drug problems.

Although this is a start on a major problem, it in no way can begin to meet the needs of the Department for further drug programs for juveniles committed to its care.

6. Staff Training - Funds were made available to sponsor two seminars on Institutional Therapy. A three-day seminar was held at Shirley Industrial School, involving experts from the Federal Correctional System, the California System, and Dr. Maxwell Jones of Dingleton Hospital, Scotland, originator of the concept of the therapeutic community. 200 staff members attended this conference.

A three-day series of seminars, group demonstrations and training lectures in "guided group interaction" were held for staff at Shirley by representatives of the Minnesota Department of Youth Services and the University of Minnesota.

With L.E.A.A. funds, a person has been recently assigned full-time to develop training programs for staff in the institutions. This program will be viable by the first of the year.

7. Specific training programs for selected boys and girls:
 - a. Clerical skills - provided basic training in simple office skills to girls. Each girl was provided with an actual on-the-job work experience in the local community.
 - b. Community Services - provided training and work experience as a "candy striper" in a local hospital. This program also operated a child day care center where girls from the Lancaster Girls Industrial School cared for neighborhood children.

8. Office of Youth Affairs - An office in which juvenile parolees under the direction of a staff member were engaged to provide liaison between institutionalized juveniles and the central office - acting primarily in an ombudsman role to institutionalized juveniles.
9. Pre-natal care program - provided general health and nutritional advice to institutionalized expectant mothers.
10. Programs in high school science - a biology program at the Girls Industrial School
 - a physical development program provided physical training and development for underdeveloped and poorly coordinated boys and girls.
 - Achievement testing to aid in educational placement of youth in institutions.
 - Cultural programs at Shirley, Lancaster, and Lyman Arts and crafts, drama, music, creative arts, and dance. Provided an opportunity for youngsters to express themselves in other than verbal ways - through creating or performing in other media.

In implementing the educational reorganization at Shirley, it was necessary to develop middle management training program. Through this program three middle management personnel are rotated through other institutions as observers. To date this program has generated at least one new program, a correspondence instruction program under the auspices of the Department of Education, Bureau of Adult Education Extended Services. A broad spectrum of courses is offered, ranging from remedial math and english to vocational high school credit courses in all areas.

An expanded STEP program has been implemented. STEP had operated successfully during the 1969 - 70 academic year with considerable impact on a relatively small percentage of the Shirley population. The academic year 1970 - 71 program was expanded via Law Enforcement Assistance Administration funds to offer the STEP program to the entire Shirley population.

In utilizing the STEP program, it was decided that a cottage based staff team unit would permit greater impact on the boys at Shirley, primarily because smaller units tend to have more flexibility and are therefore more responsive to individualized needs than larger, bureaucratic organization. To that end, three teachers were assigned to each of the four cottages at Shirley. First reports indicate that the decision to go to cottage-based units, although not without problems, has made the institution more responsive.

In developing cottage-based staff units, there was an active but to date unsuccessful attempt to integrate shop instruction into the smaller units. Beginning 1 December, 1970, the Department's vocational education specialist will be meeting with the Shirley administration to attempt to better integrate shops into the cottage based units.

A program is now being developed to utilize Lancaster girls who are interested in working in the cafeteria at Shirley. The Bureau of Education personnel are currently exploring possible methods so that boys or girls who participate in this program might earn wages. Inherent in this concept is that the long-term boys or girls with the Department might function better if they were going to jobs off the grounds, earning money, and hopefully living in a physical unit with other boys or girls who were with the Department for a long period of time.

At Shirley we have the beginnings of another very exciting program. Every other Tuesday evening, faculty from Fitchburg State College utilize our shop facilities at Shirley to teach the faculty for the soon-to-be opened Montachusett Regional Vocational Technical School District. Although participation of our

students at Shirley has been minimal to date, we anticipate that the utilization of our facilities will increase and that with the increase our own shop instructors and students at Shirley will become more involved. The Department's Vocational Education Specialist will be working with the administration at Shirley to insure that full development of this resource becomes a reality. We anticipate that with the opening of the Montachusett Regional Vocational Technical School, the cooperation we have extended them will be reciprocated to boys at Shirley via admissions and participation in their programs.

Lancaster -

The 1969 - 70 academic year has been somewhat hectic due to extensive remodeling of the building; however, classes have been able to continue meeting in the building.

Lancaster offers a great variety of subjects:

1. Biology - 9th and 10th grade
2. A full 7th grade
3. An ungraded 4th through 6th grade
4. A full 8th grade with graduation
5. A full 9th grade
6. 10th grade subjects:
 - a. Bookkeeping
 - b. Typing
 - c. English Literature
7. Special subjects:
 - a. General sewing
 - b. Power sewing
 - c. Arts and Crafts

Lancaster has received a vocational education grant to implement a clerical skills program which should be operational by the first of the year.

Oakdale -

During the 1969 - 70 school year, the educational program at Oakdale shifted from a graded class type structure to an ungraded structure. The boys at Oakdale were divided into 8 groups, each group meeting with a teacher for a half day (3 hours, 15 minutes). There are 4 teachers at Oakdale, so consequently four groups meet with the teachers during the morning session and the other four groups meet with the teachers for the afternoon sessions. The academic emphasis in the ungraded sessions was primarily on reading and math skills, with some time spent in other academic areas. The results as indicated by pre-test and post-test using the Stanford Achievement were impressive.

In one academic year on a half-time schedule, the average growth in reading was 1.5 grade levels.

In one academic year on a half-time schedule, the average growth in math skills was 1.7 grade levels.

It is interesting but unfortunate that this growth was accomplished without any assistance from tutorial volunteers or remedial specialist.

Lyman School -

In addition to the Chauncey Program, an innovative educational program at Lyman, the Acting School Principal has made considerable inroads in developing programs with Worcester State College. She has involved students at a college via a practicum experience with the students at Lyman. Agreements have been completed covering in-service placement for students. Students began volunteer teaching on November 16, 1970. They will teach English, Math, Biology, History, Geography, French, Spanish, in addition to helping with the remedial reading program.

Youth Forestry Camp -

Although the Forestry Camp is primarily a short-term experience, not directly of a traditional educational nature, it is certainly of educational value--particularly the Homeward Bound Program, based upon the internationally known "Outward Bound" school models. In addition, the staff at Forestry Camp have recruited a group of dedicated, involved volunteers from among the retired persons living in the area. These fine volunteers offer tutorial services on a regular basis, basic reading skills for selected boys at the Camp.

In keeping with the need to develop a more coordinated approach to delinquency prevention programs throughout the State, the Department has submitted legislation requesting the School Adjustment Counselling Program be funded through the State's Grant-in-Aid to Cities and Towns for delinquency prevention. This would allow further coordination of this very fine program and would insure that it fulfill more specifically the mandate under which the School Adjustment Counselling Program was created, namely, that of delinquency prevention in the Commonwealth.

The Advisory Committee to the Department of Youth Services, which was appointed in March, has been extremely active and involved. Although the law requires them to meet only four times yearly, they have met eleven times in eight months.

The Committee has involved itself in consideration of most aspects of the Department's plans and programs, either directly or through its sub-committees. The ability and disposition of the Committee to take an informed and independent stand on issues confronting the Department is a particularly healthy sign which can only ultimately work to the benefit of the juveniles under the care of the Department.

Directions for the Future:

The Department of Youth Services must move from a primary emphasis upon large institutions to one of development of alternatives to institutionalization. However, the Department budget and personnel patterns have been in fact based in large institutions. It seems reasonable, therefore, that the initial emphasis be upon humanizing and de-institutionalizing these institutions to whatever degree is possible. There has, therefore, been concern and emphasis upon developing such approaches as small group programs, cottage based programs, and orientation procedures which stress peer group judgement and interaction. However, such small changes are dependent upon working within existing staffing patterns. One is faced with the task of (1) converting and/or training staff who have for years functioned within custodial models, or (2) bringing in trained staff from outside the system. The staff turnover in institutions is not such that the latter solution can be easily accomplished. The former takes a great deal of time and effort and inevitably leads to some turmoil during the period of change. Therefore, real change will not come easily nor readily within this system. Despite these problems, progress is being made and it is anticipated that this will continue over the coming year.

There is a great need to upgrade the level of training of staff throughout the Department. The Department, therefore, is submitting career incentive legislation which would recommend additional pay for staff members who return to school or participate in courses dealing with the diagnosis and rehabilitation of delinquents.

Bureau of Institutional Services
Alternatives to Institutionalization

The major ultimate focus of the reorganization must be in the development of alternatives to institutionalization, particularly in the development of placement alternatives, community based treatment centers, group homes, half-way houses (public and private), more concentrated aftercare services, school and employment referral services, and child psychiatric services for those juveniles committed to the Department who are most in need of such rehabilitative and treatment measures. With this in mind, the Department is submitting budget requests as well as new legislation enabling it to expand the areas of aftercare and the alternatives to institutionalization, specifically in the purchase of care from existing group homes, halfway houses, and the stimulating of the establishment of community-based correctional treatment centers for delinquent juveniles either by private or public agencies.

It does not seem appropriate that all or most of such facilities be staffed and run by the Department of Youth Services--particularly given the experience of Departmentally run institutions in the past. On the other hand, unless there is some possibility of the Department having some voice in such matters as the intake procedures of agencies which serve it, there is little hope that private agencies as presently constituted could or would absorb many of the juveniles presently in Department of Youth Services institutions and who are most in need of the skilled care which private agencies are able to provide.

It is hoped, therefore, that joint agreements can be worked out with private and public community based agencies serving juveniles--agreements which will serve to stimulate the establishment privately, or jointly with the Department of Youth Services, of alternatives to institutionalization for many of the juveniles committed to the Department of Youth Services.

Bureau of Clinical Services -

In the area of clinical services, the Department hopes to stimulate more joint programs with existing or planned treatment programs of private and public mental health facilities. It is our intention to plan any future departmental treatment centers in conjunction with other agencies wherever possible. It is hoped that in this planning as well, that the creation of relatively isolated and insulated departmentally staffed and run programs for grossly disturbed delinquents can be avoided. Rather, there must be joint efforts with such agencies as the Department of Mental Health, medical centers, and other existing public and/or private treatment agencies. With this in mind, the Department has begun discussions with other agencies regarding the previously approved plans for the establishment of treatment facilities within the Department at (1) Lancaster Girls Industrial School and (2) within the Boston area. It is hoped that these discussions will lead to conjointly established and jointly operated programs for the treatment of disturbed delinquent youth.

The Department must obtain more clinicians skilled in group evaluative and treatment techniques.

In addition, further consultative and diagnostic services must be developed with existing child and adolescent psychiatric evaluative and treatment agencies. It does not seem appropriate that the Department itself attempt to independently develop such services, since they characteristically would not be of the quality already available from existing psychiatric agencies.

Detention Facilities -

There is a need to expand detention facilities in the Commonwealth, particularly the eastern shore. The Judge Connelly Center in Boston is responsible for detaining juveniles from the Cape to the New Hampshire border. This is much too wide an area and is in conflict with known research and Federal Standards.

The Department plans to request the establishment of smaller detention facilities on the North Shore, and on the South Shore. The plans made previous to the re-organization to expand the Judge Connelly Center by 60 additional beds have been stopped. The experience nationally as well as that in the Commonwealth, with the smaller detention centers in Worcester and Westfield, would indicate that this is the direction which the Department should take, with the addition of a wide range of sheltered care and group home facilities for juveniles awaiting placement or court disposition.

Bureau of Educational Services -

It will be necessary for the Department to upgrade its educational programs at all levels within the institutions. This has begun with the establishment of such programs as the STEP program at Shirley Boys Industrial and the "Chauncey" program at Oakdale. The emphasis of such programs must be upon further individualization of the students and integration of the educational programs in the development of group therapeutic programs. This approach will call for teachers to be or become increasingly skilled in such techniques as group therapy and counseling, etc., as well as being skilled in modern teaching techniques.

The Department attempted with no success last year, but will re-attempt to obtain authorization from the Board of Education for committed youngsters 16 and above to take the GED equivalency tests, that they might qualify for placement in high school or for awarding of the degree where warranted.

Federal Programs -

The Department will continue to seek expansion of Federally-funded programs in Title I, Vocational Education, Vocational Rehabilitation, and Law Enforcement Assistance Administration funds. The Department will particularly stress the acquisition of funds for new programs in the areas of aftercare, parole, and community-based treatment centers and halfway houses.

Bureau of Aftercare and Prevention -

The Department must move toward further coordination and integration of preventive and aftercare services. The present arrangement of parole officers working out of their homes is unsatisfactory from many points of view. In addition, parole must be more closely involved in working with youngsters in pre-parole planning while they are in the institutions.

The Department hopes to eventually establish a series of field offices according to the existing Mental Health regional structure. Here again, it is our hope that such offices can be, as much as possible, integrated with already established State and local treatment and referral agencies. It would not seem efficient nor professionally sound for the Department of Youth Services to establish a series of autonomous regional offices with no regard to plans and operations of other State agencies potentially engaged in providing human services to delinquent youths and/or their families.

With the help of Federal Funds, the Department is beginning a program to recruit, train and supervise a large number of volunteers throughout the State to provide help in the area of parole and aftercare. This program, which was only recently funded, will be expanded and developed in the next year.

The area of placement must be dramatically developed and expanded. This will require a shift in budget emphasis from stress on institutions to stress upon the development of aftercare services and placements.

Plans for New and Existing Facilities -

Most of the plans for facilities in the Department were made quite some time before the re-organization. It has therefore been necessary to re-evaluate these plans as they relate to the directions the Department of Youth Services will be taking.

1. Y62-1 Industrial School for Girls - New Treatment Unit

The Department is presently evaluating the feasibility of transferring this planned facility to an area more accessible to trained treatment personnel. It is our hope that the center can be located near a medical school and can be jointly sponsored and staffed with other State agencies. The Department plans to seek a word change in the next session of the Legislature allowing for a change of location of this center.

2. Y66-2 Judge John J. Connelly Youth Center - Plans for 60-bed addition.

The Department has placed a hold on these plans. It is not in keeping with sound correctional practice to build ever larger detention centers. The Department will be submitting a plan for small detention facilities in the Northern and in the Southern part of the State. This should eliminate the need for expansion of the Judge Connelly Youth Center.

3. Y65-1 Security Unit, Acton

The Department will seek a word change in the next session of the Legislature to transfer plan money of \$125,000 on this project to purchase or construct a new small detention center in the Lawrence-Lowell area.

4. Y65-2 Treatment Unit, Boston

Further discussion will be necessary to determine the kind of facility and program, as well as its location. Here again, every effort will be made to integrate such programs and/or buildings into existing private or public treatment programs in the Boston area.

5. Y67-3 Forestry Camp

Acting in consort with the recommendations of the Advisory Committee, the Department will seek a word change with reference to the approximately \$900,000 allocated for the construction of a facility at the Stephen L. French Youth Forestry Camp. It was the consensus of the Committee, the Commissioner agreeing, that the plans submitted are not in keeping with the character of a small, informal forestry program. Although there is a need to absorb more juveniles into the forestry-type programs, this could best be done in a number of smaller, less expensive units located in various parts of the State. The Advisory Committee report is available.

6. The former Maryknoll property at Topsfield.

The Department hopes to begin programming in this facility in the near future. The plans are at present delayed due to problems with the sewerage system. The proposal for the facility is available for review in the Department of Youth Services central office. By using the Topsfield facility in this manner, the Department will be establishing a sound treatment program which can as well be used as a model for staff training of departmental personnel.

7. The former Phaneuf Hospital in Brockton.

This project represents a community-based approach to delinquency developed by the Court and a number of citizens groups in Brockton. It is hoped that appropriate channels for funding of staff can be opened in order for this project to begin. The complete proposal for the use of the facility is available for review.

The Brockton Multi-Service Youth Center will provide a pilot program of varied, specialized services for youth designed to prevent delinquency, and assist in rehabilitating those youths in need of service. Services offered will include half-way house residential program, in-patient and out-patient diagnostic service and counselling service to youth and parents.

Proposed Legislation:

The Department of Youth Services is submitting the following proposed legislation:

1. Legislation which would create a Bureau of Fiscal and Administrative Services, under the direction of an Assistant Commissioner of Fiscal and Administrative Services who will have experience and training in Business Administration.
2. Legislation allowing for the funding of the School Adjustment Counselling Program under the provisions of Chapter 18A of the General Laws (Grant-In-Aid Program to Cities and Towns).
3. Legislation which would include departmental personnel under a career-incentive, paid program offering base salary increases to regular full-time members of the Department who further their education in the field of youth work.
4. Legislation amending Chapter 18A of the General Laws and stating the qualifications of the Assistant Commissioner for the Bureau of Clinical Services to include a graduate degree from an accredited institution in medicine, psychology, social work or related field, with a specialty in professional clinical experience in working with emotionally disturbed youth.
5. Legislation to change the name of the Boys Industrial School at Shirley and the Girls Industrial School at Lancaster.

Chapter 18A of the General Laws is hereby amended by striking out Section 4 and inserting in place thereof the following section:

Section 4.

There shall be in the Department the following bureaus: The Bureau of Clinical Services; the Bureau of After-Care, Delinquency Prevention and Community Services; the Bureau of Educational Services; the Bureau of Institutional Services; and the Bureau of Fiscal and Administrative Services. Each Bureau shall be under the direction of an assistant commissioner who shall be appointed by the Commissioner and who shall not be subject to the provisions of Chapter thirty-one and to whom the provisions of section nine A of Chapter thirty shall not apply.

Chapter 18A of the General Laws is hereby amended by inserting after Section 8 the following section:

Section 8A.

The Commissioner shall appoint an Assistant Commissioner of Fiscal and Administrative Services who shall have an earned Bachelor's Degree from an accredited institution, preferably in Business Administration. He shall perform such duties as the Commissioner may determine relative to the business and financial matters of the Department.

Chapter 71, Section 160, of the General Laws, as most recently amended by Chapter _____ of the Acts of 1970, is hereby amended by striking out the last sentence and inserting in place thereof the following sentence:

Expenses incurred under the provisions of this section shall be reimbursable under Chapter eighteen A of the General Laws.

Chapter 18A is hereby amended by adding the following section:

Section 10:

There is hereby established a career incentive pay program offering base salary increases to regular full-time members of the Department of Youth Services, as a reward for furthering their education in the field of Youth work.

Career incentive base salary increases shall be predicated on the accumulation of points earned in the following manner: one point for each semester hour credit earned toward a Baccalaureate or an Associate Degree; sixty points for an Associate Degree; one hundred and twenty points for a Baccalaureate Degree; and one hundred and fifty points for a Degree of Master, or for a degree in Law. All semester credits and degrees shall be earned in an educational institution accredited by the New England Association of Colleges and Secondary Schools or by the Board of Higher Education.

Base salary increases authorized by this section shall be granted in the following manner: A three per cent increase for ten points so accumulated, a six per cent increase for twenty-five points, a ten per cent increase for forty points, a fifteen per cent increase for sixty points, and a thirty per cent increase for one hundred and fifty points so accumulated.

The Board of Higher Education shall certify the amount of the career incentive salary increases to be allocated to the Department of Youth Services from information filed with said Board on or before September the first of each year by the Commissioner of Youth Services. Said information shall be filed on a form to be furnished by the Board of Higher Education.

Chapter 18A of the General Laws is hereby amended by striking out paragraph 2 of Section 5 and inserting in place thereof the following paragraph:

The Commissioner shall appoint an Assistant Commissioner for the Bureau of Clinical Services who shall possess a graduate degree from an accredited institution in psychology, social work, medicine, or related fields, with a speciality in the problems relating to children. Said Assistant Commissioner shall have had at the time of his appointment a minimum of five years professional and clinical experience working in the field of emotionally disturbed youth. Said Assistant Commissioner shall serve at the pleasure of the Commissioner. He may, notwithstanding any contrary provision of law, be allowed such professional affiliations concurrent with his duties as the Commissioner, may approve, including the holding of a non-tenure appointment at a university. Said Assistant Commissioner shall, with the approval of the Commissioner, establish and maintain standards for all clinical and child care positions in the department and shall review the qualifications and performances of all clinical and child care personnel. The Commissioner shall appoint replacement or additional clinical and child care personnel upon recommendation of said assistant Commissioner together with the Assistant Commissioner of any other bureau requesting such personnel.

Be it enacted, etc., as follows:

Section 2 of Chapter 120 of the General Laws is hereby amended by striking out Section 2, as most recently amended by Section 28 of Chapter 838 of the Acts of 1969, and inserting in place thereof the following Section:

Section 2. The Department of Youth Services shall have the management, government and care of the Lyman School for Boys at Westboro, Intervale at Lancaster, Shaker Village at Shirley, and of all other Institutions, except correctional institutions of the commonwealth, supported by the commonwealth for the custody, diagnosis, care and training of delinquent or wayward children or habitual truants or habitual absentees or habitual school offenders or juvenile offenders. The department of youth services shall have control of the land and buildings of said schools. To carry out its duties under this chapter, the commissioner shall authorize the employment within the limits of the amount appropriated therefore, such medical, dental, psychiatric, psychological, social work, legal, investigative and other expert personnel, including experts in the fields of fiscal affairs, research and planning, and personnel administration and training, superintendents, field representatives, supervisory, clerical and other employees as he shall deem necessary, and shall prescribe their duties. Physicians, dentists and psychiatrists employed hereunder shall not be subject to the provisions of chapter thirty-one or section nine A of chapter thirty.